

**A Study of
AFDC Case Closures
Due to JOBS Sanctions
April 1996 AFDC Case Closures**

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EXECUTIVE SUMMARY

The April 1996 AFDC Case Closures due to JOBS Sanctions is part of the Family Independence Agency's (FIA) To Strengthen Michigan Families (TSMF) initiatives. These initiatives assist clients in moving away from public assistance and towards self-sufficiency.

Every adult member of an AFDC case was required to participate in the Michigan JOBS Program unless they received a deferral for reasons such as health or the care and supervision of another. Clients who refused to participate in the JOBS Program were subject to the sanction. An initial sanction reduced their AFDC and Food Stamp benefits by 25 percent. A follow-up sanction, that closed the AFDC case, was applied to those clients who failed to comply with the program's requirements for a period of 12 months. This report deals with the follow-up sanction and looks at those cases that were closed in April 1996, as a result of the clients' unwillingness to cooperate with the JOBS Program.

The focus of this study was to gather information about the clients whose cases were closed, their coping strategies, and other circumstances related to the closings. The process for conducting this study was to first read the local agency's eligibility and employment services case records and then use the information found in these records to complete case reading forms. This provided demographic information about the sanctioned clients. Those clients that could be contacted were interviewed in their homes and a questionnaire was completed based on their responses.

The survey found that the typical sanctioned client: is age 32, has a 10th or 11th grade education, had been receiving AFDC for 5 years prior to their case closure, and was receiving assistance for 2 children when the case closed.

The interviewees were asked what difficulties they had encountered since their cases closed. The major problem areas that were mentioned were: food, cash money, utilities, medical assistance, and evictions. Several respondents stated they felt they were better off for having been sanctioned as it forced them to utilize other resources such as employment. And most clients reported they were coping despite the loss of public assistance. Some of the clients said they were getting along with help from family or friends. Other clients reported that they were now employed or living on income from child support or SSI. Some clients were receiving assistance from other community agencies or their church.

When these clients were assessed in terms of their contact with protective services the sanction cases typically had 50 percent more abuse, neglect and referrals than a comparable group AFDC cases. For example the rate of substantiated perpetration of child abuse/neglect by the adults in sanctioned cases was 24 percent. This compared to 15 percent for the comparable group of AFDC cases.

The primary reasons given for not being able to meet the JOBS Program requirements were: transportation problems, child care, and health problems. While in many instances the local agencies and clients were in agreement about the existence of these barriers, it would appear that more effort could have been made towards understanding and removing the barriers. There was

insufficient information in the case records to determine how much discussion took place between the agency and the clients regarding work requirements, implementation of sanctions, awareness of barriers, or resolution of differences of opinion regarding barriers. In some cases, the clients described barriers that prevented them from meeting their work requirements that were never documented in the case file. In other cases the agency records listed barriers that the clients failed to mention in the survey and may no longer have existed.

Recommendations coming from the study would include the continuance of the sanction as the survey showed that many clients became employed or utilized other resources that might otherwise have gone unused, and while there were some instances of hardship most clients appeared to be coping. Along with this goes the need to strengthen the procedures for communicating the agency's expectations and understanding of the client's situation to the client regarding their MOST assignments. When case closures are implemented, care should be taken to make sure that termination of eligibility for food stamps and Medicaid is not done before a separate determination of eligibility has been made.

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BACKGROUND INFORMATION

This project is part of the Family Independence Agency's continuing welfare reform initiative, *To Strengthen Michigan Families (TSMF)*. In October 1994 AFDC clients were required to participate in the [Social Contract](#) at least 20 hours per week and those not meeting this expectation within their first year of assistance under the new policy were referred to the Michigan Opportunities & Skills Training ([MOST](#)) program. A referral to MOST was mandatory at the end of this first year if the recipient was not voluntarily involved in Social Contract. Those individuals who were in non-compliance/non-cooperation with Social Contract or MOST were sanctioned as follows:

- Initial penalty: A 25 percent loss of AFDC and Food Stamp benefits until compliance is demonstrated;
- After 12 months of non-compliance the AFDC case was closed. Households continued to receive Medicaid if otherwise eligible; and Food Stamp eligibility was recalculated based on a zero AFDC grant amount.

The first month the 100 percent loss of the AFDC grant occurred was April 1996. The May 1996 Negative Action Report identified the 168 AFDC case closures due to JOBS sanction. This Study was conducted the first half of July 1996. A description of the Study Methodology is in [Appendix I](#).

Below is the final status for the cases in this study:

- 168 AFDC Cases Closed due to JOBS sanctions;
- 127 AFDC Cases still closed at time of Case Reading (July 1, 1996) were assigned for Case Readings and Client Interviews;
- 126 Cases had completed AP and MOST Case Readings (1 case was found to have been closed due to excess income rather than MOST Sanction and was removed from the study);
- 67 Cases had a Client Interview ([Appendix IV](#) describes the situation of the 121 assigned cases not interviewed).

The location of the April 1996 AFDC case closures due to JOBS sanctions are shown on the map in [Figure 1](#).

STUDY PURPOSE

A study of the 168 closed AFDC cases was designed to answer the following questions:

- Does the client understand why their AFDC case closed?
- Is the client aware of the necessary steps they need to take in order to have their AFDC case reopened?
- Now that the AFDC case is closed, does the client's current circumstances provide for the basic needs of the family?
- Does the client's current circumstances place the child(ren) at risk?
- Are there circumstances (such as barriers to employment, other subsidies, desire to care for their children themselves, unreported income, etc.) that the client faces that make it seem worthwhile for them to accept the sanction rather than cooperate with MOST/Work First?
- Do clients have barriers to employment (such as transportation or child care) that conflict with the local agency's perception?

Results of this study, **1996 JOBS Sanction Study**, are compared with the data collected from the following:

- **QC Sample**: The Quality Control results for the October 1994 -- June 1996 active AFDC reviews.
- **Project Zero**: The Project Zero Pilot Study conducted from November 1995 -- January 1996 (*Project Zero is also part of the Agency's TSMF. The intent is to reduce (to zero) the number of AFDC clients with no earned income.*)
- **1994 MOST Study**: The MOST Sanction Survey that looked at all AFDC clients in Saginaw County and the Highland Park District in Wayne County on the 25 percent sanction during June and July 1994. (Schaus, Judith, Analyst, "Most Sanction Survey Project" MDSS, OLBA, October 14, 1994.)

COMPARISONS BETWEEN STUDIES

A question may be asked: *"How do the clients in the JOBS Sanction Study compare with clients in the general AFDC population?"*. Case profile data from the AFDC Quality Control sample for October 1994 through June 1996, which reflects the general AFDC population, was compared to data from this study. For both groups, there were similarities with the average ages of grantees and their spouses. Each group was similar in the amount of time on assistance (62 months) and the number of children per family group (2). Differences were found in the average age of the youngest child, percentage of grantees with a high school diploma or GED, and percentage of families with preschoolers and number of children on SSI. The average grant for the QC sample is \$412. The average grant for this study is \$361. These statistics are summarized in [Figure 2](#) and [Figure 3](#).

Figure 3 shows that the **1996 JOBS Sanction Study** cases when compared to the data from the **QC Sample** (which represents the general AFDC population):

- had a higher percentage of married couples (18 percent Vs 8 percent),
- were less likely to have pre-school children (53 percent Vs 67 percent),
- were less likely to have a high school diploma or GED (39 percent Vs 63 percent),
- and more likely to have a child on SSI (16 percent Vs 7 percent).

Data was also compared with the results of the Sanction Survey Project conducted in Saginaw and the Highland Park District in Wayne County in June 1994. Variables compared are: (1) percentage of cases having experienced more than one ["25 Percent Sanction"](#), (2) knew why their case was sanctioned, (3) have a High School or GED, and (4) work history. These statistics are summarized in [Figure 4](#).

Figure 4 shows that the **1996 JOBS Sanction Study** cases when compared to the data collected for the **1994 MOST Study** :

- had a higher percentage of clients who had experienced more than one 25 percent sanction (48 percent Vs 17 percent),
- were more likely to know why their AFDC case was sanctioned (94 percent Vs 79 percent),
- were more likely to have a high school diploma or GED (39 percent Vs 22 percent),
- were less likely to have work history (48 percent Vs 74 percent),
- and were less likely to be employed at the time of the study (48 percent Vs 90 percent).

The averages of many variables available from the case reading and the client interview are available in [Appendix II](#).

Mental Health Variables

This study as well as the Project Zero Survey asked a series of mental health questions about how the person was feeling the week prior to the interview. These are Questions 70 - 78 on the Client Interview Survey Form in [Appendix VII](#).

A Mental Health Index for each person was formed by adding the scores of the negative questions and subtracting the scores of the positive questions. A plot comparing the Mental Health Index for both studies is shown in [Figure 5](#). There is no significant difference in the responses received from the two groups despite the severity of the JOBS sanction.

HOW FAMILIES ARE COPING SINCE SANCTION

Status Three and Six Months After Closing

A check of the Client Information System (CIS) done at the time of case reading (July 1996), three months after closing showed that 24% (41 cases) were either reopened or in pending status. For the remaining 76% (127 closed cases):

- 41% were not active for Medicaid;
- 43% were not authorized to receive Food Stamp benefits; and
- 29% were receiving neither Medicaid nor Food Stamp assistance.

In October 1996, six months after closure, for all 168 cases:

- 21% (35 cases) had their AFDC cases reopened;
- 31% were not active for Medicaid (52 cases);
- 42% were not authorized to receive Food Stamp benefits (70 cases).
- 31% were receiving neither Medicaid nor Food Stamp assistance.

These statistics are summarized in [Figure 6](#).

Clients' Speculation about Their Immediate Future

Question 83 of the Client Interview Form asked, "*Where do you plan to be in 3 months?*" The responses for the 67 individuals interviewed are shown in [Figure 7](#). On the whole this group is optimistic for their future. Nearly half expected to be employed; one-third expected no change in their circumstances; and a fourth expected to be in school.

Household Income

Household income was collected for 124 cases (Two of the 126 cases with completed AP and MOST case readings had incomplete income information and are not included in this part of the analysis) during the AP case reading portion of the review. Household income was grouped based on what was reported to the agency before and after the JOBS sanction. Eighteen of the 111 households that were not reporting earned or unearned income prior to AFDC case closure were not interviewed and were not receiving assistance of any kind. Post-sanction income information for these cases was limited to what was known to the agency prior to AFDC case closure.

In addition to looking at earned income, the data also serves as a gauge to determine how well the household was doing in general after closure. Total income was used as a basis for this assessment and includes SSI and the food stamp allotment. Table 1 and [Figure 8](#) show monthly household income before and after the sanction.

Table 1: Total Household Information

Amount of Household Income	Before Sanction (Includes AFDC, FS & SSI)	After Sanction (Includes FS & SSI)
No known income	0	18
Employed but no income amount reported	0	14**
\$200 or less	0	7
\$201 to \$400	18	33
\$401 to \$600	46	18
\$601 to \$800	28	12
\$801 to \$1000	15	7
\$1001 to \$1200	12	9
\$1201 to \$1400	4	3
\$1401 or more	1	3
Total # of households	124	124

** See [Appendix III](#) for a description of these 14 individuals reporting that they are working but did not report the income amount.

[Figure 8](#) shows the monthly household income before and after the JOBS sanction. The 18 households with no known income as well as the 14 households with employment but no income amount reported are not shown in Figure 8.

Before the sanction:

- 85% of the households had income of more than \$400 per month
- None of the households had income less than \$250 per month

After the sanction:

- 47% of the households had income of more than \$400 per month
- 15% had no known income or employment

Twenty-eight households reported more earned income after closure than had been previously

reported. Some of these represented an increase in earnings over what was previously reported, and some was being reported for the first time. Six of the households reported working more than 20 hours weekly. A breakdown of the cases reporting additional earned income is shown in [Figure 9](#).

What Are Your Problems and How Have You Managed to Get By Since Your Case Closed?

Sixty-seven clients were actually interviewed during the study and were asked what problems they were having and how they were managing without cash assistance. Some of these clients appeared to be coping very well. There were comments from a few that closing their case was the best thing that ever happened. They said it was the push they needed and gave them the opportunity to better their lives.

Of the sixty-seven clients interviewed, it is clear that most are facing serious problems:

- 22% indicated they were having no problems
- 29% had insufficient money to provide for personal needs
- 27% indicated a problem providing sufficient food for the family
- 18% reported receiving utility shutoff notices.

A breakdown of the respondents who indicated a problem is in [Figure 10](#).

Although client's were coping at different levels, most seemed to be doing an adequate job of meeting their immediate needs. The long range outlook seemed less optimistic. At the interview one client had been evicted and seven had received eviction notices. Twelve clients were worried about being able to avoid having their utilities shutoff.

Clients were also asked how have they managed to get by since their AFDC case was closed. Two clients were not managing and reported that they were homeless. The remaining 65 clients reported 114 sources of help. These households reported they were managing by receiving help from several sources such as family, employment, and friends as well as community resources. A breakdown of the seven sources of help reported most frequently are shown in [Figure 11](#).

RATE OF CONTACT WITH PROTECTIVE SERVICES

The purpose of this section is to assess the number of Protective Services contacts for cases sanctioned in April 1996. The reason for doing so, is to inquire whether the event of sanctioning has caused an increase in referrals to Protective Service for child abuse and neglect. The sanctioned cases were compared to a randomly selected population of AFDC cases who were active for the same time period.

Comparison of Rates of Protective Services Perpetration By Adults

[Figure 12](#) describes the rate of substantiated perpetration of child abuse or neglect by adults since 1982. It compares individuals sanctioned for non-compliance with the JOBS program on April 1996 to a 1.5 percent random sample of AFDC Recipients from April 1996. The data presented in Figure 12 are a series of annual snapshots starting in October 1989. The rate presented for each year is cumulative and includes events from the preceding years.

Between the two populations there is a distinctly higher rate of perpetration of abuse and neglect by the adults in the sanctioned cases. By October 1996 the random sample individuals had a substantiated abuse and neglect rate of 14.7 percent. This compared to 23.6 percent for the sanctioned individuals. From 1989 to 1996 this difference has grown slowly but steadily. It is significant to note that this difference existed long before the termination of benefits due to the sanction policy in April 1996.

Comparison of Rates of Protective Services Events For Children

[Figure 13](#) describes the rate of Protective Services (PS) events for children since 1982. It compares children in families sanctioned for non-compliance with the JOBS program on April 1996 to a 1.5 percent random sample of AFDC child recipients from April 1996. An "event" means that they were either the victims of abuse and neglect, or were in families where abuse/neglect occurred but were otherwise uninvolved. In a few cases they were also perpetrators. The rate presented for each year is cumulative and represents the fraction of children involved in PS events since 1982.

Between the two populations there is a distinctly higher rate of PS events for children in the sanctioned cases. By October 1996 18.4 percent of the random sample children had PS events. This compared to 30.4 percent for the children in sanctioned cases. In 1989 the children in sanctioned cases were about 50 percent more likely to have contact with PS than random sample children. From 1989 to 1996 this difference has remained relatively constant.

Comparison of Rates of Protective Services Victimization For Children

[Figure 14](#) describes the rate of children victimized by child abuse or neglect since 1982. It compares children in families sanctioned for non-compliance with the JOBS program on April 1996 to a 1.5 percent random sample of AFDC child recipients from April 1996. The rate presented for each year is cumulative and represents the rate at which the children became victims.

Between the two populations there is a higher rate of victimization for the sanctioned cases. In 1989 the children in sanctioned cases had a slightly higher rate of victimization. By 1996 one-third more of the children in sanctioned cases were victims. By October 1996 14.4 percent of the random sample children were victims. This compared to 19.7 percent for the children in sanctioned cases. It is significant to note that a difference in the victimization rate existed long before the termination of benefits due to the sanction policy in April 1996.

Are the Sanctioned Clients Different From the Random Sample: Comparison of Uncertainty Figures For Rates of Protective Services Contact For Adults and Children

[Figure 15](#) describes the rate of Protective Services contact, which is the rate at which individuals have a substantiated PS event or have a referral to PS. The table on the left is for children, the one on the right is for adults. This information is further broken down by comparing Individuals who were in cases sanctioned for non-compliance with the JOBS program on April 1996 and a 1.5 percent random sample of individuals active in AFDC on April 1996.

The question being addressed in Figure 15 is whether the rate of contact with PS is the same for the random clients and the sanctioned clients. The solid line indicates the observed rate of PS events while the dashed line above and below the solid line represents the range of rates that are possible given the sample size. In 1989 the two samples were the same statistically because the uncertainty figures overlapped or were very close to each other. By 1993 however the two groups had diverged enough to conclude that the sanction cases have greater contact with protective services. (Note: This divergence occurred prior to the implementation of the sanction policy.)

PERCEIVED BARRIERS TO EMPLOYMENT

The Agency's Perception at the Time of Sanction Vs Interview Responses Three Months After the Sanction

The following analysis explores the extent of agreement between the sanctioned individual and the agency on barriers to complying with the MOST requirements. In order for the agency and client to work together to resolve barriers to employment, it is important for them to agree on which barriers exist. For this reason, survey data was compared with case reading data to determine with what frequency the agency and client were in agreement as to what employment barriers existed for the client.

The information on the accompanying charts was taken from MOST Case Reading forms items: 21., Barriers to Participation; 22., Services Needed; and 28., Comments. Survey information was taken from Item 12 of the survey form.

The common barriers of Transportation, Child Care and Health of the grantee or related individuals are analyzed below. Of the three potential problems, transportation occurs most often. It is also the barrier most likely to be influenced by the immediate circumstances. Therefore, differences observed between the agency and client's perceptions would be influenced by both the differences that existed at the time of the sanction as well as the client's changing circumstances during the subsequent three months.

For comparison purposes, case reading data on the 59 cases where the sanctioned individuals were not interviewed is included at the bottom of each table (last row in each table). For [Table 2](#), [Table 3](#) and [Table 4](#) the data show a commonality in that the ratio of yes/no responses based on agency records for those interviewed and those not interviewed is similar.

Transportation Problems

From both the client's and Agency's perspectives, Transportation Problems were the most common. As Table 2 shows, for 34 of the 67 cases interviewed there was agreement that transportation problems did not exist. In sixteen cases there was agreement that transportation was a problem; 7 cases the client did not perceive the problem identified by the agency while 10 times the agency did not perceive the problem identified by the client.

Table 2: Transportation Problems

Client-Identified Problem	Agency-Identified Problem		
	YES	NO	TOTAL
YES	16	10	26
NO	7	34	41
TOTAL	23	44	67
MOST Case Records Not Interviewed	25	34	59

Child Care Problems

Child Care Problems also change with circumstances that will account for some of the differences in perceptions between the agency and the client. As Table 3 shows there is slightly less agreement between the agency and the client on the existence of Child care Problems: 34 of those interviewed agreed with the agency that there was no problem and for 13 clients the agency agreed with the client that Child Care presented a problem. Almost half (11) of the Child Care Problems perceived by the client were not perceived by the agency; and in nine instances the agency identified a child care problem that was not identified by the client at the interview.

Table 3: Child Care Problems

Client-Identified Problem	Agency-Identified Problem		
	YES	NO	TOTAL
YES	13	11	24
NO	9	34	43
TOTAL	22	45	67
MOST Case Records Not Interviewed	20	39	59

Health Problems

The variance between the agency's perception of the client's problems to participation and client's perception is greatest in the area of health problems. Seventeen of the clients who were interviewed stated that they or a member of their household had a medical problem that necessitated their remaining in the home and, therefore, they chose not to participate in MOST. The MOST Case Record for these same clients did not indicate any medical problems that would require their presence in the home. Somewhat surprisingly the agency listed 11 health issues not mentioned by the client at the interview.

Table 4: Health Care Problems

Client-Identified Problem	Agency-Identified Problem		
	YES	NO	TOTAL
YES	6	17	23
NO	11	33	44
TOTAL	17	50	67
MOST Case Records Not Interviewed	13	46	59

The variances shown in [Table 2](#), [Table 3](#) and [Table 4](#) would tend to support the agency's plan to provide reduced caseloads for the Specialist and maintain a contract of mutual responsibility between the client and the agency. The dialog that will occur drafting such a contract will provide the opportunity for shared perceptions as to the barriers to participation that may not currently exist.

Also supporting this plan for delivery of services was the responses to Question 13 of the survey form. Clients were asked, *"Is there anything the Agency could have done to help you avoid having your AFDC case closed?"*. Clients were equally divided in their responses with 40.3 percent reporting "yes" and 40.3 percent reporting "no"; 19.4 percent said they did not know.

ONE YEAR LATER

The eligibility status one year after sanction (i.e., April 1997) for the April 1996 AFDC case closures due to JOBS Sanctions was determined by obtaining current information from the Client Information System (CIS).

Just over 35 % of those closed in April 1996 were not on any form of assistance in April 1997. However, 21.4% are on the Family Independence Program (FIP); one third are on Medicaid (which may also include the receipt of Food Stamps); Just under 5% are receiving only Food Stamps; and just over 5% are receiving some form of social services from the department. This data is summarized in the following table.

Clients Sanctioned for Non-Participation With the JOBS Program April 1996: Eligibility Status as of April 1997 (Does Not Include Ineligible Grantees)

Eligibility Status	Count	Percent
Not in Assistance	59	35.1%
Transitional Medicaid	55	32.7%
Family Independence Program	36	21.4%
Social Services	9	5.4%
Food Stamps Only	8	4.8%
Pregnant Women/Mich-Care	1	0.6%
Total	168	100.0%

APPENDIX I: METHODOLOGY

A combination of case readings from both the Assistance Payments (AP) and MOST case records and an interview done in the clients' homes were developed by a committee and used to obtain the information discussed above, along with additional data about the clients. This enabled us to get a view of the client's situation from both the Agency's perspective and the client's viewpoint. Copies of the case reading forms and the client interview form can be found in the [Appendices V, VI and VII](#).

A pilot of 10 cases was conducted in early June 1996 by two Quality Control (QC) Auditors from the Office of Quality Assurance (OQA). Results of the pilot provided an opportunity to clarify instructions, and make minor changes to the survey instruments. Training took place the last week of June 1996. Staff from OQA, the Office of Legislation, Budget and Analysis (OLBA) and a MOST Supervisor from Ingham County trained the auditors on MOST policy, and explained the case reading and survey instruments. Two days prior to training and assignments all 168 cases were checked on CIS (Client Information System) to determine if the AFDC case was still closed. One-fourth of the cases (41) were either reopened or in pending status. These 41 cases were not assigned for case reading or the client interview.

At the time of training the remaining 127 cases still closed were assigned to 12 auditors located throughout the state. Each auditor was assigned anywhere from 4 to 14 cases near their home location. The study began immediately after training and ran for two weeks. During the case reading process, it was discovered that one case was closed due to excess income, rather than for MOST Sanction. Case Readings were completed for the 126 cases closed for MOST Sanction.

Since these were closed cases and are often stored off site, the county FIA offices were notified prior to the start of the study requesting that the cases be pulled and made available for case reading. The AP and MOST Case Records were read prior to contacting the sanctioned person for the interview. The auditors were instructed to make a minimum of three attempts to conduct the interview before stopping the assignment. Interviews were completed for 67 cases. An analysis of the 60 cases not interviewed can be found in the [Appendix IV](#).

The case reading and client interview forms were returned to OQA where the data was entered into The Survey System Software and analyzed using SPSS (Statistical Package for the Social Sciences).

The 168 sanctioned cases were matched to FIA's historical databases to determine the length of time they had been on assistance prior to their closing in April 1996. A 1.5 percent random sample of AFDC grantees who were eligible in April 1996 was selected for comparison with the sanctioned individuals. Both groups were then matched to PSMIS (Protective Services Management Information System) to determine the number of substantiated PS events. Analysis of the comparison of Protective Services Contacts and CIS earnings for cases sanctioned in April 1996 and AFDC cases active in April 1996 is in the ["Rate of Contact With Protective Services"](#) section of the report.

APPENDIX II: CLIENT PROFILE

Who Are the Individuals Being Sanctioned? FOR ALL 168 CASES CLOSED...

- The average age of the sanctioned person was 32
- 18% of the sanctioned individuals have spouses; their average age was 34
- On average each case has 2 children; the average age of the youngest child was 6 1/2 years; 53% of the youngest children in the family are 5 years of age or younger
- \$361 was the average grant for all sanctioned cases; \$402 was the average grant for those cases opened or pending prior to case readings

FOR THE 126 CASES WITH AP AND MOST CASE READINGS...

- 96% have English as a first language
- 2% are veterans
- 6% report a felony conviction
- 2% are on probation or parole
- 4% report substance abuse treatment
- 4% report mental health treatment
- 52% were in the MOST Program, 34% in WorkFirst and 14% in EDGE
- 52% had been experiencing their first 25 percent sanction for the past 12 months

FOR THE 67 CASES HAVING A CLIENT INTERVIEW...

- 61% did not have a high school diploma or GED
- 18% had completed a trade school program
- 5 individuals are going to school; all are in either a 4 year Bachelors program or in Graduate School
- 28% were planning to attend school this fall
- 67% did not have their rent/house payment subsidized
- 16% had children on SSI

Why Are These Individuals Willing to Accept the Loss of Their AFDC Grant?

- 63% knew that when they applied for AFDC that there was an employment program they might have to take part in
- 84% did plan to participate in the employment program when they realized it was required
- 69% contacted their agency AP or MOST units when they were unable to attend the employment program
- 94% knew why their AFDC case was closed
- 73% were contacted by their agency MOST unit to talk about the penalties of not participating in the employment program
- 42% were contacted by their agency MOST unit to discuss how their local FIA office could help them to participate in the employment program
- 54% scheduled a meeting with their agency MOST unit to discuss this in person
- 58% did meet with their agency MOST unit
- For 42% that did not meet with their agency MOST unit; 36% did not keep the appointment; 32% did not have a scheduled appointment with their worker; 11% said the agency MOST unit did not keep the appointment
- 63% would like to have their AFDC case reopened; of which 40% do not know what they need to do to have their AFDC case reopened

When asked "How have you managed to get by financially since your AFDC case closed? -- Check all that apply"

- 45% of the clients surveyed said they were employed
- an equal number of clients (45%) were receiving help from their family
- 20% were getting help from friends
- 8% said they were being helped by their spouse or living together partner
- 13% of the clients said they were receiving child support
- some clients were being helped by community agencies, a church or religious organization or a food bank
- 11% of the clients had income from a family receiving SSI
- 3% of those interviewed said they were "not getting by"

When asked "What prevented you from cooperating with the employment program requirements in order to keep your AFDC case from closing? -- Check all that apply"

.....

- 31% of the clients surveyed indicated they had to remain in the home because of health problems, including other family members
- 33% of the clients stated they had child care problems; This included clients who chose to care for their children when it wasn't necessary
- several of the clients surveyed gave miscellaneous reasons such as a preference for following their own career plans such as continuing graduate level education

APPENDIX III: EMPLOYED WITH UNDOCUMENTED INCOME AFTER THE JOBS SANCTION

In [Table 1](#) located in the Household Income Section of this report, 14 sanctioned individuals indicated that they were employed but income information was either not in the case record or not provided during the interview. Table 5 provides anecdotal stories about these 14 households.

**Table 5: Anecdotal Stories about the 14 Sanctioned Individuals Employed
with Undocumented Income Amounts**

Review Number	Description
96040004	Two parent household with three children. Self employed mechanic/paid by the job. Reports working 21 - 30 hours/week. Indicates he was already planning to be off assistance in a few weeks. Most likely employed before closure but did not report income.
96040012	One parent household with one child. Client employed as a construction worker. Works 31+ hours/week at \$5.51 to \$7.00 per hour. Employed at least two months at the interview. Client indicated he was glad case close as it gave him the incentive he needed to look for and find employment.
96040029	Two parent household with three children. Client and partner purchased 20 milk cows to start a dairy business and are selling milk. Indicates he has not been doing it long enough to know if he will make a profit. Estimates he puts in 21 - 30 hours per week.
96040033	One parent household with one child. Client lives with her mother who needs 24 hour care (per client). Reports that before closure mother paid her \$190/month and since closure she receives about \$350 per month flat fee. Income was not reported to the agency.
96040037	One parent household with two children. One child receives SSI. Client employed less than 10 hours/week at \$4.25 per hour. Works in a youth program. Employment began before case closure but was never reported.
96040079	One parent household with five children. One child receives SSI. Client employed in food service for 21 - 30 hours/week at \$4.25 - \$5.50/hour. Family had been evicted at time of interview. Reports employment of less than two months.

96040100	One parent household with one child. Mother has ADD. Client has subsidized housing that reduces her rental payment to \$21. She baby-sits less than 10 hours/week for some income and receives help from her mother. Had a utility shutoff notice at the interview.
96040104	One parent household with one child. Client has subsidized housing that reduces her payment to \$60/month. Client employed less than 10 hours/week providing "personal care" at \$6/hour. This employment preceded case closure but was not reported. The auditor thought the client was mentally slow.
96040110	Two parent household with one child. Severely disabled child receives SSI and requires 24 hour supervision. Has had a nurse 8 hours/day provided free by "Friends Who Care" since 1/96. Child has multiple health problems and limited life expectancy. Both parents worked before closure and no employment was reported. Sanctioned parent (father) has purchased clothes wholesale in New York to sell retail in Michigan for 14 to 16 months. Spouse works full time at child care center.
96040133	Household composed of grandmother and child. Client employed as a housekeeper for 10 - 20 hours/week at \$4.25 to \$5.50/hour. Client was employed before closure but did not inform the agency. Client indicate hours have increased since closure.
96040136	One parent household with one child. Client employed now and before closure but did not report employment to agency. Works 40 - 45 hours/week as a medical aide for \$7.01 to \$9.00/hour.
96040159	One parent household with one child. Client claims to suffer with "bi-polar depression" and answered "no where" to the question "Where do you see yourself in three months?" Client provides "personal care" for 21 - 30 hours/week at \$3.60/hour.
96040163	One parent household with one child. Client employed as child care provider for her sister for 8 - 10 hours per day at less than \$4.25 per hour. Client was probably doing this at time of closure but did not report it to the agency.
96040168	One parent household with two children. Client lives with his parents "two houses from lake" in Grosse Pointe. Claims to help father collect rent and do maintenance on the approximate 22 rental properties in exchange for living there. Client indicates his unwillingness to comply was related to his assignment being in Detroit and he did not feel safe there. It should be noted that the 22 rental properties were in Detroit and most are rented to FIP clients. Client's father indicated he did not feel that FIA helped clients enough instead they were penalized for going to work. Auditor concluded client probably has worked for his father since 1987.

APPENDIX IV: DESCRIPTION OF CIRCUMSTANCES FOR CASES NOT INTERVIEWED

The purpose of the survey was to collect information regarding the circumstances of 127 families whose cases closed effective April 1, 1996 for the sanctioned persons' failure to participate in MOST/Work First. Initially 168 cases were closed effective April 1. Of these, 41 AFDC cases were excluded from the survey because they were reopened or had a pending application for AFDC as of the July 1 survey start date. The survey included reading the AFDC and MOST case record as well as an interview with the sanctioned person. Clients were asked if they knew why their case was closed, and how to get it reopened. Answers were obtained to questions that describe the client's current living arrangements, and what circumstances make it more worthwhile for the client to accept a sanction rather than cooperate with MOST/Work First. From July 1 through July 15, 1996, twelve auditors successfully completed 67 interviews of one sanctioned adult from an AFDC case. A summary of the assigned cases is presented in Table 6. Descriptions of the attempts and reasons for the inability to complete an interview on the 60 cases are provided in Table 7.

Table 6: Summary Statistics for the Assigned Cases

Number of Cases.....	Number	Percentage of 127
Assigned	127	100%
Completed Interviews	67	53%
Disposition Code 3: Unable to Determine-(not home)	27	21%
Disposition Code 1: Unable to locate; No longer living at address indicated in the case file	15	12%
Disposition Code 2: Refused to Cooperate	15	12%
Disposition Code 4: Other	3	2%

Table 7: Description of Cases Where A Home Interview Did Not Take Place

Review Number	R = Reviewer HC = Home Call TC = Telephone Call CR = Case Record	Disp. Code
9640005	3 HCs. 1st day, son said dad at work. R. left message, ret'd next day &&& man not home. 3rd day, no one home. Two parent family. CR may only indicate mom working.	3
9640007	2 HCs. R. spoke to female partner, who said man working 7 days, returns home at 8 p.m. He just started job, and R. didn't want to jeopardize it by visiting him there. Two parent family, CR may only indicate mom working.	3
9640009	2 HCs. 1st day, 1 HC--spoke to cl. mother. TC 2nd day, HC arranged w/ cl. mother, cl. left before R. got there. Single father, two kids, no emp 6 years. Lives w/his parents.	3
9640010	3 HCs. 1st day, no ans. 2nd day, cl. too busy, had Dr. appt. Made appt. w/R. for 7 p.m., but wasn't there. Single mother, two kids, no emp. hist. Lives w/her parents.	3
9640015	2 HCs. Initially, client said was too busy &&& to return later that day. R. Returned, cl. not home. Single parent, 1 child, receives child support, no emp., no others indicated in home.	3
9640025	3 HCs, cards left at door, no response. CR indicates single mom/ no others in home. R. saw man's name on mailbox w/cl.. Ford Bronco, motorboat on property. No employment history listed.	3
9640034	3 Hcs, 1st day , son said man not home. 2nd day, wife said he's looking for work. 3rd day, wife said he found work. No emp. in CR. Two parent family, 1 child, wife on SSI.	3
9640036	1st HC 9:30. Cl said to come back when she gets up at 11:00. 2nd HC 2 p.m. Adult male answered door and said cl. had to leave. Five days later, 3rd HC son went to neighbors to get her, she wasn't there. HCs two subsequent days, not home. Single parent, 3 children. MOST record 6/96 cl. reported job. Daughter on SSI.	3
9640039	10 HCs. Not at home. Cl. lives in apartment bldg. MOST believes the client is working, in AP case client reports no, but might be getting married. Single parent, two children.	3
9640046	11 HCs. Not at home. Cl. lives in apartment bldg. Single parent, 1 child.	3
9640060	4 HCs. Just not home. Single parent, two children, no income. Apt. maintenance man said cl. lives there.	3

9640071	3 HCs. Not home. Client and two children for ADC, but also has spouse who is employed.	3
9640081	2 HCs, Not home. Man called R. &&&& said he will not be home until 7/16 (after survey deadline). Two parent family, 3 children. Spouse reported to AP 5/2/96 husband working.	3
9640084	2 HCs. Not home. Single parent, 3 children. No employment, no others indicated in home, per AP file. Cl. may be getting child support from FOC.	3
9640096	6 HCs. No one home. No response to cards left at apt. Tried alternate phone # on DSS 1171 - no response. Client reported she had part time emp. at reapplication 5/96. Single parent , one 5 yr. old child.	3
9640108	2 HCs. No one home. Two parent family , 2 children. Sanctioned member (father) began employment in mid-April.	3
9640120	4 HCs. No one home or willing to answer. Two parent family, 2 kids aged 14, 16. (16 yr. old pregnant.) Worker suspects man employed doing odd jobs. Case shows no employment.	3
9640122	4 HCs. No one home. 4/30/96, grantee reported sanctioned client moved out 4/30/96. She also reported her employment full time, eff. 5/96. When ADC open, 2 parent family, three kids. No emp. indicated until grantee reported hers.	3
9640123	3 HCs. No one home. Single parent with 18 yr. old daughter. Note in MOST case says client preferred not to cooperate since his daughter turns age 18 in April, anyway. Client lives with his friend and her 17 yr. old daughter. No employment reported in case record.	3
9640125	2 HCs. 1st day, client said too busy. R. returned at 7 p.m. next day, man went to Alabama w/bro. on trucking run. Spouse called later & said client won't be back before end of week (project deadline). Two parent family. Self-employed tree-trimmer.	3
9640128	2 HCs. No one home. Single parent with 3 teens, aged 15,17 (pregnant) & 19 in home. Employed. Client said she accepts sanction.	3
9640130	2 HCs. No one home. Single parent with six year old daughter. Client accepted sanction because of school: Supposed to graduate from U of M law school 5/96.	3
9640135	2 HCs. No one home. Two adult family, 2 kids. Client called MOST worker-accepted sanction because she found a job 3/96.	3

9640148	3 HCs. Sleepy man opened door twice to say client not home. Single parent, one child (6). No others in home per case. No earned income for over two years.	3
9640152	3 HCs. No one home. 3/96, note in AP case requesting case closure. No income budgeted. Single parent, 1 child (3)	3
9640155	2 HCs. No one home - confirmed residence with person who lived there. Single parent, 1 child (2). Lives with aunt & three cousins.	3
9640165	3 HCs. 1st HC client's mother promised client will call-no call. No one home 2nd, 3rd HC. Case record indicates employment at Dept. store. Case denied excess income 5/10/ 96. Single parent, 1 child (3). Lives with mother.	3
9640016	2 HCs. Numerous TCs. Driveway roped off. No answer to TCs 8-9 days. Two parent family, 2 children. Wife on SSI. Could not see house from driveway.	1
9640026	9640026 1 HC, residence empty, someone painting & cleaning. Post Office had no forwarding address. FS end date 7/1/96, not cashed since 2/96. R says AP case indicates man transient, has 8 yr. old child. R concerned with child's well-being, recommends PS referral if man can be located.	1
9640032	8 HCs. Morning and afternoons, groups of people sitting on porch, drinking., telling R. to return later. At last HC, house was empty, client evicted. Still gets son's SSI check at that address (Clippert St.) Two parent family. Neither client nor her husband went to fifth day compliance. MOST worker confronted man about his drinking on his 4th day of compliance--MOST worker never saw either of them again. No employment indicated.	1
9640047	3 HCs. At last HC, R was told by neighbor that only a single man lived at cl. address--no woman or children ever. CR indicates cl. moves often. CIS/SOS no help for new address. Single parent, two children, employed baby-sitting.	1
9640062	2 HCs. New tenant stated client moved over two months ago- no new address. No current employment or work history indicated in case record. 1 child.	1
9640064	4 HCs. House looked empty. CIS has no new address. Single parent, 1 daughter. No income indicated.	1
9640069	1 HC. New residents at client's address. CIS indicates no change. Single parent, 1 child on ADC, her two other children on SSI. Not employed.	1

9640073	1 HC. Vacant house. CIS indicates no new address. Single parent, five children. No child support.	1
9640080	1 HC, confirmed client not residing at case record address. AP case record indicates client moved to Mississippi in May, 1996. Single parent, 1 child.	1
9640082	1 HC. Vacant apartment, tenant below client said she moved two months ago. MOST case said client called 4/16/96 & reported she got a job. Single parent, two children	1
9640091	1 HC. Vacant apartment, tenant above client said she moved a couple of months ago. Single parent, four children. No income Planned to start NEC on 2/16/96, per MOST worker.	1
9640095	No HCs. Case record indicated client moved - no forwarding address. MOST worker suspected illegal activities but no proof. Single parent, one child (age 4) - had other kids, but removed from her care. Last seen 4 yr.-old appeared well cared for. No employment noted.	1
9640143	3 HCs. No answer two times. Ypsilanti Housing Commission said client moved, no forwarding address. TC to client's mother who said she doesn't know where client moved--says this is common. Serious drug problem in 1991. No emp. indicated for 5 last yrs. Single parent, 1 daughter.	1
9640144	1 HC. Landlord (LL) said client moved because LL wouldn't lie for her & new address not known. Client spending month of July in Florida. Single parent, one 10 yr. old daughter.	1
9640167	2 HCs. R. learned from adult at address that client moved up north - no new address. MOST worker thought client didn't care to participate in employment pgms. - didn't want to leave children with sitter. Single parent of 2 & 4 year-old kids. (NOTE: Client interviewed by CNN for a documentary on Michigan's welfare reform that was to be aired 4/96.) No employment indicated since 1st pregnancy. No others in home per case.	1
9640008	2 HCs. 1st day, 2 HC--spoke to daughter. TC 2nd day, won't cooperate as survey wouldn't prove anything. Employed husband in home.	2
9640022	2 HCs. R spoke to sanctioned client, who didn't let R into home, didn't want to talk. Cl. told R that she reapplied for ADC but probably wouldn't go thru with it because was so tired of the hassle. Client had large travel trailer in driveway (hers), new above ground pool, huge trampoline, very nice home, a number of cars in drive. Cl. explained kid's grandmother bought all the stuff, but R. suspicious. Client employed but little income. Two parent family, no emp. indicated for man at case reading.	2

9640052	1 HC. 9:45 a.m. Client did not want to cooperate & slammed door in auditor's face. No Child Support, over 10 years since last employment. One 18-yr.-old daughter.	2
9640076	No HCs. 2 TCs. First client wouldn't be home. Subsequent call, client did not want to participate. Single parent, two children, no employment/other income indicated. Case record shows client lives with sister.	2
9640083	1 HC. Client stated she was through with welfare and refused to answer any questions or survey. Would not allow R. in home. R stated the client appeared to be running some sort of adult foster care home or something similar. Two mentally handicapped people on the enclosed front porch. One asked the R. if she was his worker. AP record lists no others in home. Single parent, two children, ages 6 & 8.	2
9640092	1 HC. Cl. said she didn't want to participate in the survey. Single parent, 1 child, boyfriend in home.	2
9640101	2 HCs. R. not permitted entry. "For Sale" sign in yard. Client said, "I want nothing to do with you people". On closing his door, he made the remark, "Gestapo!". As of 7/3, active MA & FS. Two parent family, 1 child. Spouse employed.	2
9640102	1 HC. R. spoke to sanctioned client at his door. He did not wish to cooperate or have anything to do with Social Services. They are getting along fine. Single parent, six yr. old son. Lives with his girlfriend (SSI Grantee on this case) and their 7-yr. old son.	2
9640103	3 TCs. On third TC, client said she did not want to participate. AP record contained letter 3/4/96, stating that the client only wanted a part-time work at a job she likes. She did not want to leave kids with baby-sitter all summer. Didn't like MOST assignments. Just wants absent parent to pay child support. "If case closes, so be it." Single parent, 1 child.	2
9640112	3 HCs. Client, if home would not answer door, anyway. Per landlord, Client does not speak English very well and will not answer door for anyone. Two parent family, two kids. Client's ADC case for herself and two kids. Spouse, her mother and another adult live in home-all three of them on combination RSDI and SSI. Total: \$1410. No employment.	2
9640124	1 HC, sanctioned client nicely said he didn't want to participate. CR shows non-coop since 1990. Spouse said they are doing about 4 paper routes for income. Two parent family, 1 child.	2

9640140	3 HCs. R. jumped through hoops to try and see this man. 1st HC, no one home-letter left. 2nd HC, Mrs. home, told him to come back 8:30 next day. Went back next day, daughter told R. to go to supermarket where Mrs. worked. Mrs. told R. to call her sister after 7 p.m. two days later. R called sister, who said man too busy to see R. because he works 5:30 a.m. until 9 p.m. He (our sanctioned client) is a carpenter. Two parent family, three kids. Both parents employed--no income reported to agency as of 7/2/96.	2
9640157	No HC. Case record indicated sanctioned client is hostile. He did not want any visitors from FIA, his wife said they are doing fine. Two parent family, 4 kids, youngest age 13.	2
9640160	2 HCs. R. unable to reach client until after 4 p.m.-poss. emp? TC to client who said he didn't wish to be interviewed as he is being evicted, so go survey someone else. Single parent, one 4 year old child. Case says he lives with his mother. No emp. reported.	2
9640162	No HC. Client called & said she did not wish to be interviewed - she will find a job. Two adult family, total three kids. Client's husband and his child on separate ADC case and he receives Social Security benefits.	2
9640054	Dropped, ADC application 6/26/96.	4
9640147	2 HCs. Dropped - safety issue. Project known for drugs. People milling about both times. No phone. Single parent -2 kids.	4
9640153	Dropped survey. Case closed due to excess income, not sanctions. TMA eff. 4/96.	4

APPENDIX V: AP CASE READING FORM
APPENDIX VI: MOST CASE READING FORM
APPENDIX VII: CLIENT INTERVIEW FORM

The AP Case Reading Form, the MOST Case Reading Form and the Client Interview Form were the data collection instruments used in this study. For those interested, copies of these forms are available by contacting Laura Colville at 517-335-7736, email ColvilleL@michigan.gov.

Location of the 168 AFDC Case Closures Due to JOBS Sanctions

April 1996 AFDC Case Closures

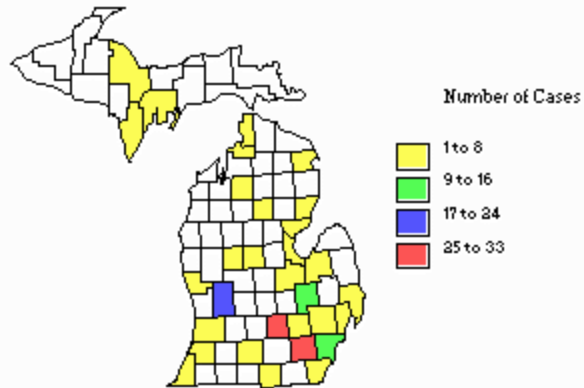


Figure 1

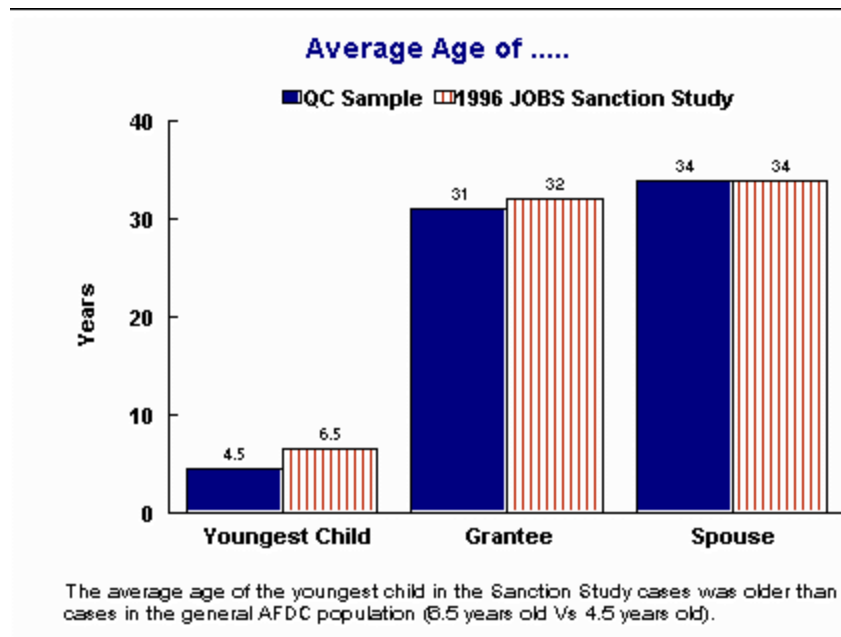


Figure 2

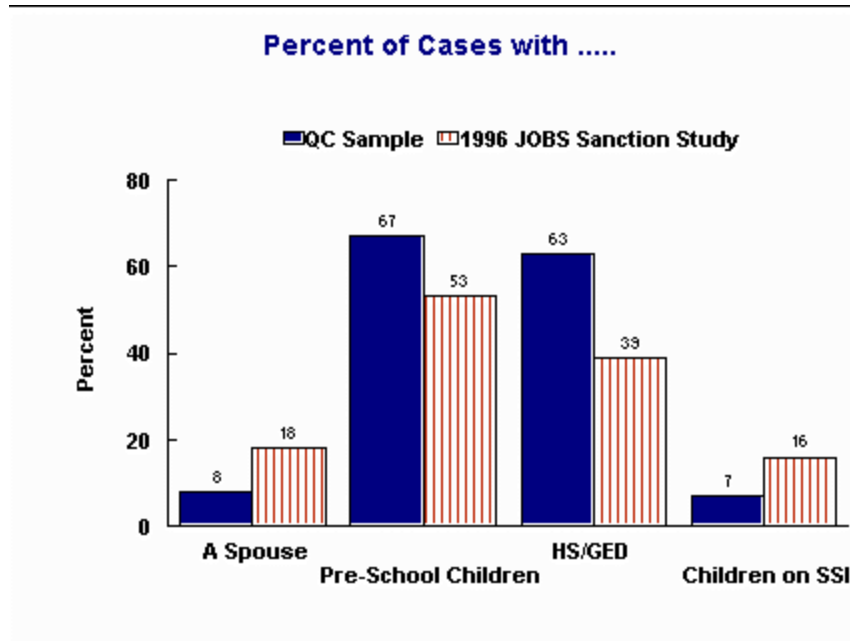


Figure 3

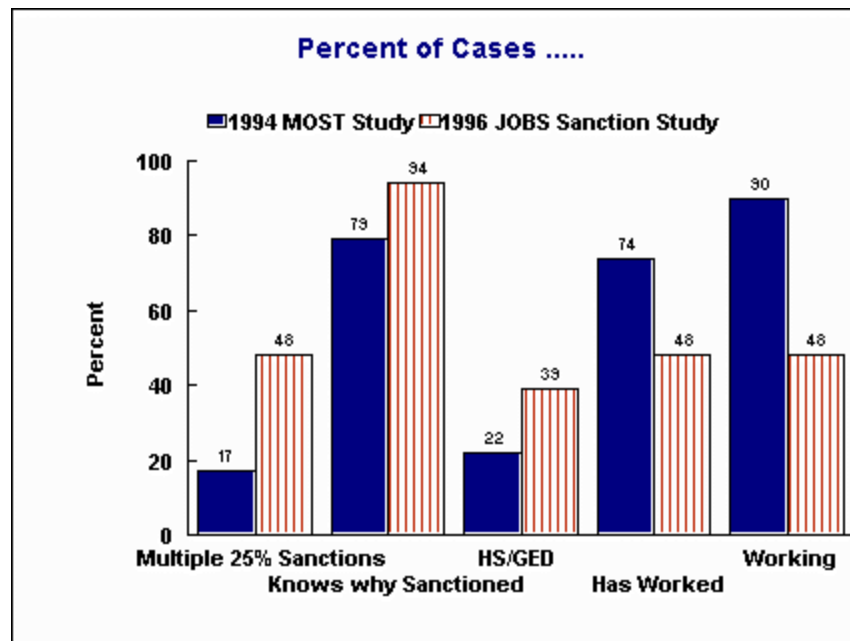


Figure 4

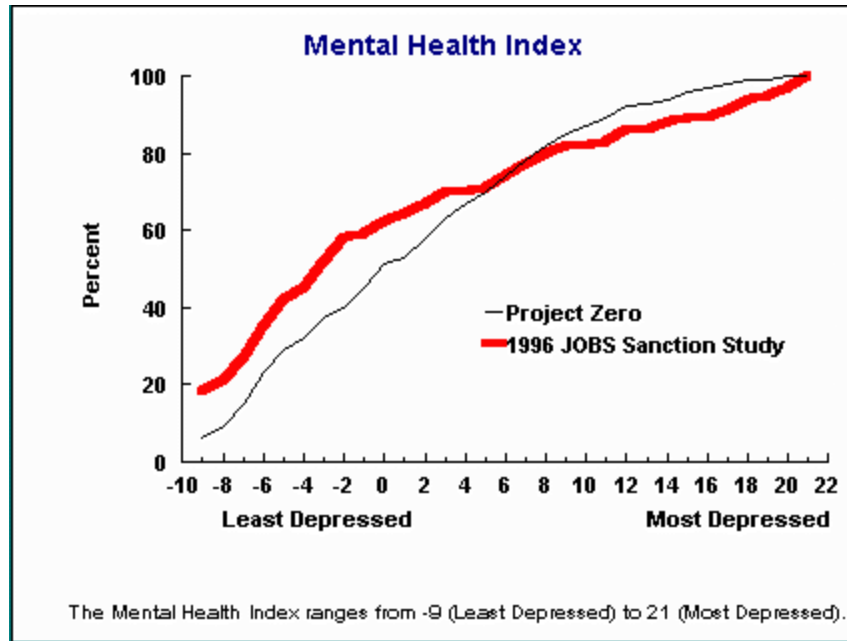


Figure 5

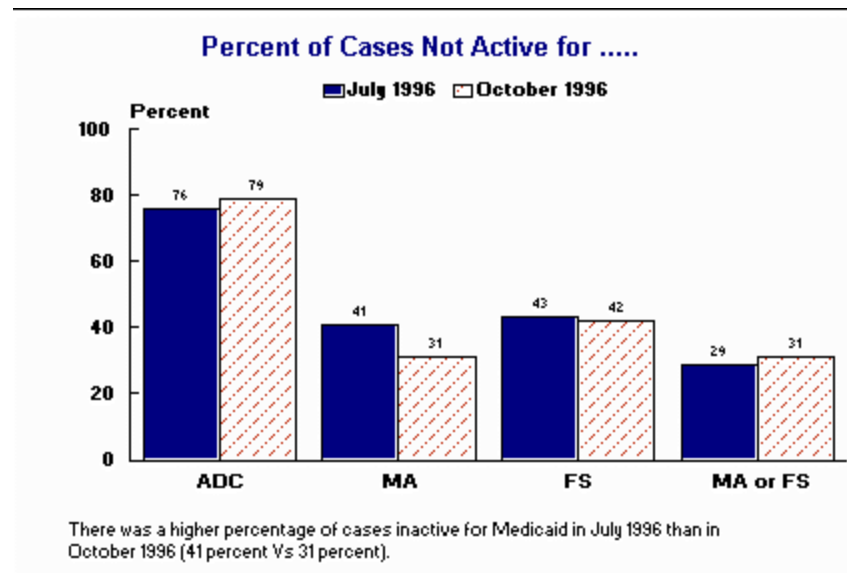


Figure 6

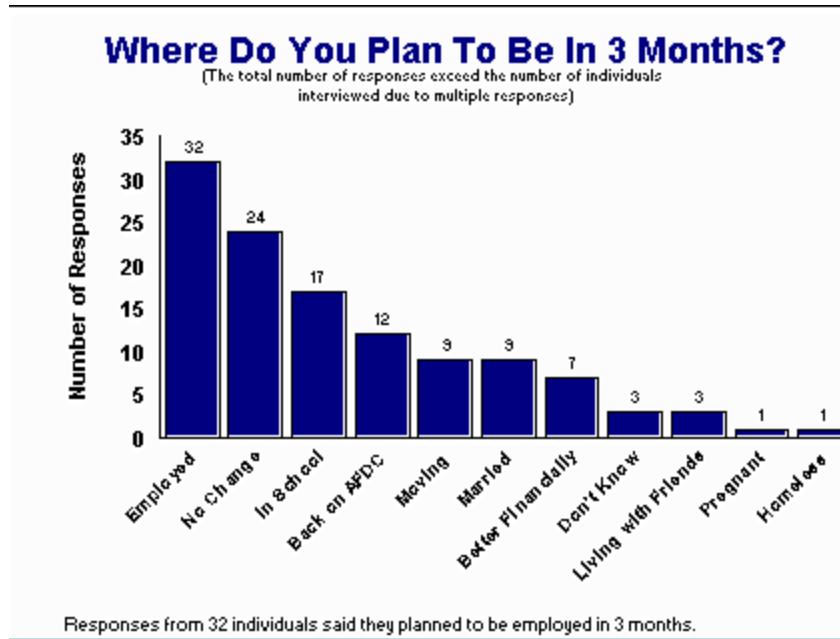


Figure 7

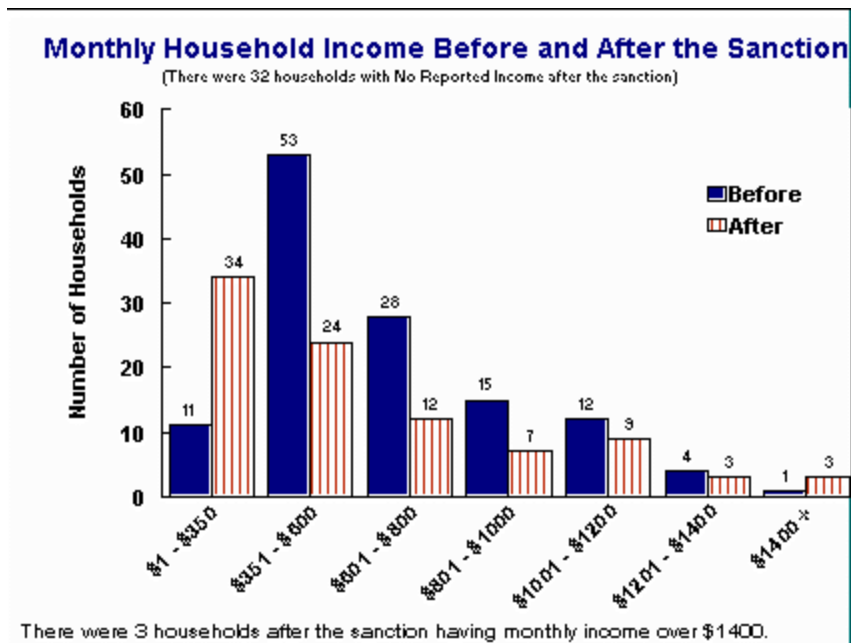


Figure 8

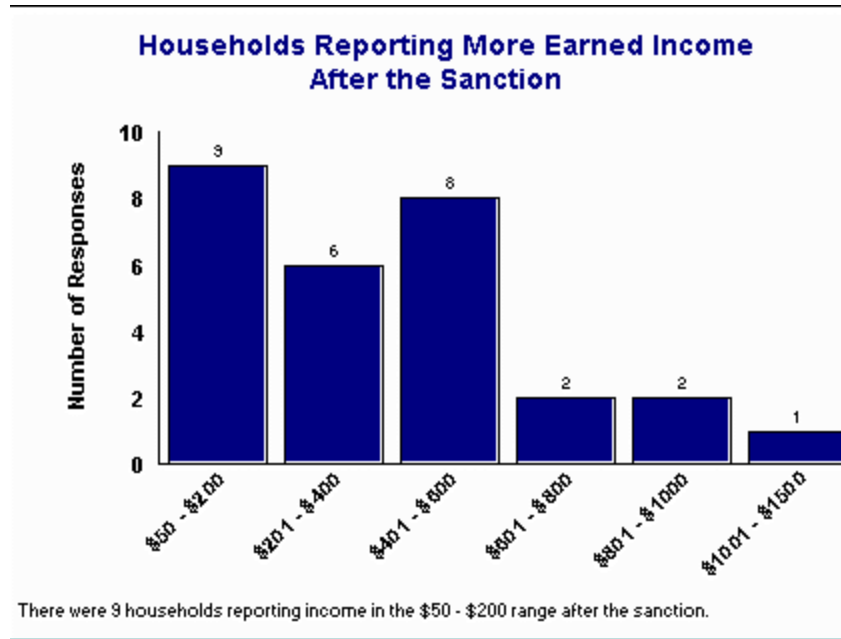


Figure 9

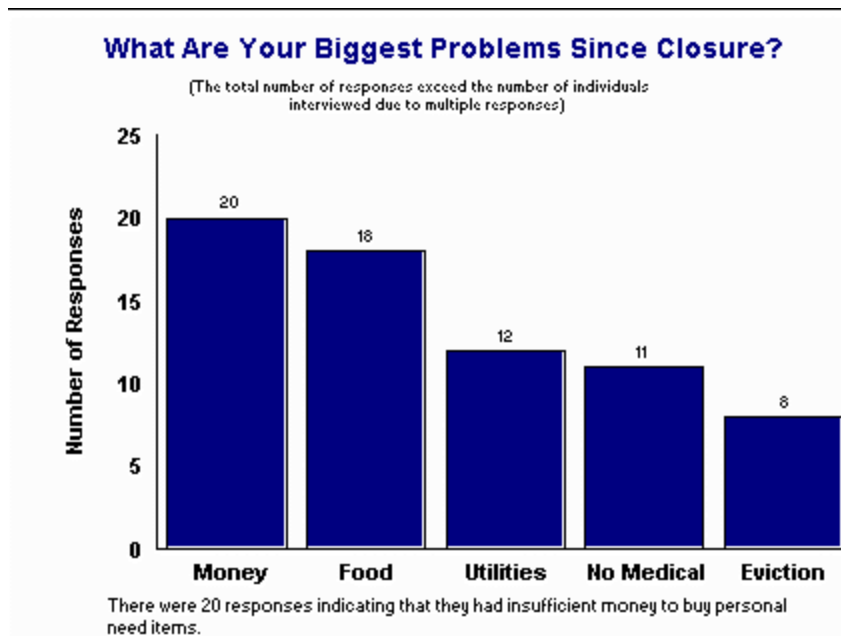


Figure 10

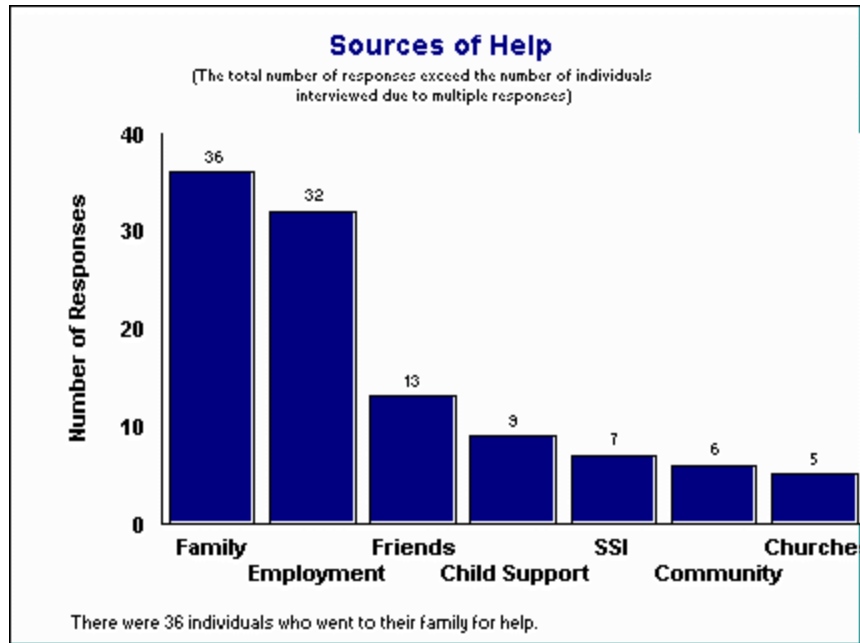


Figure 11

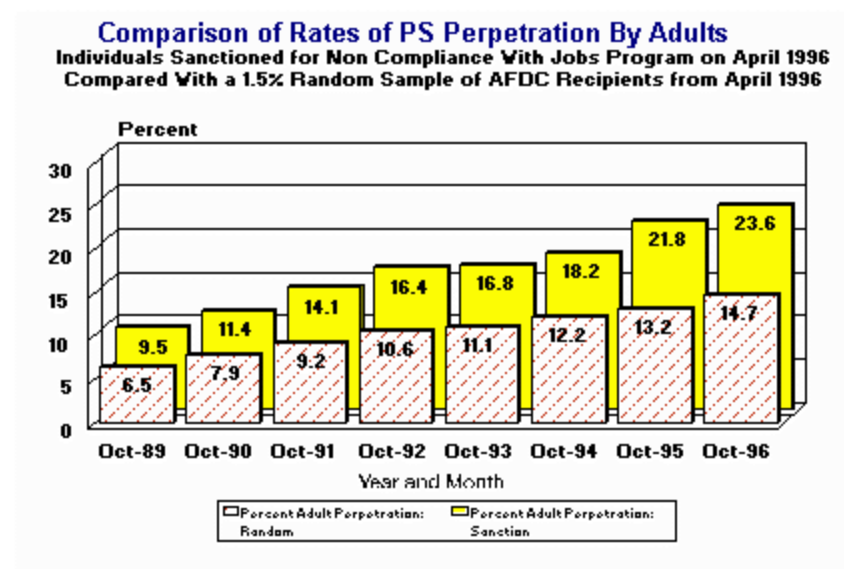


Figure 12

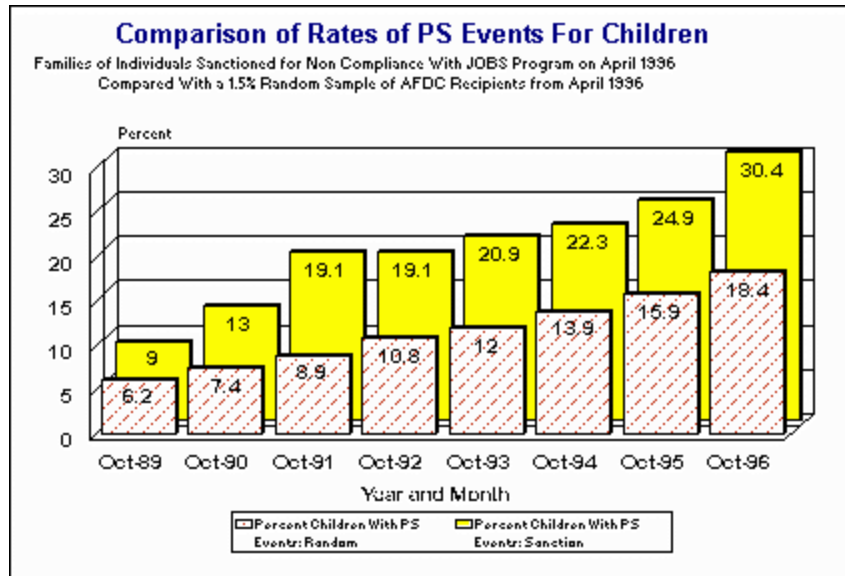


Figure 13

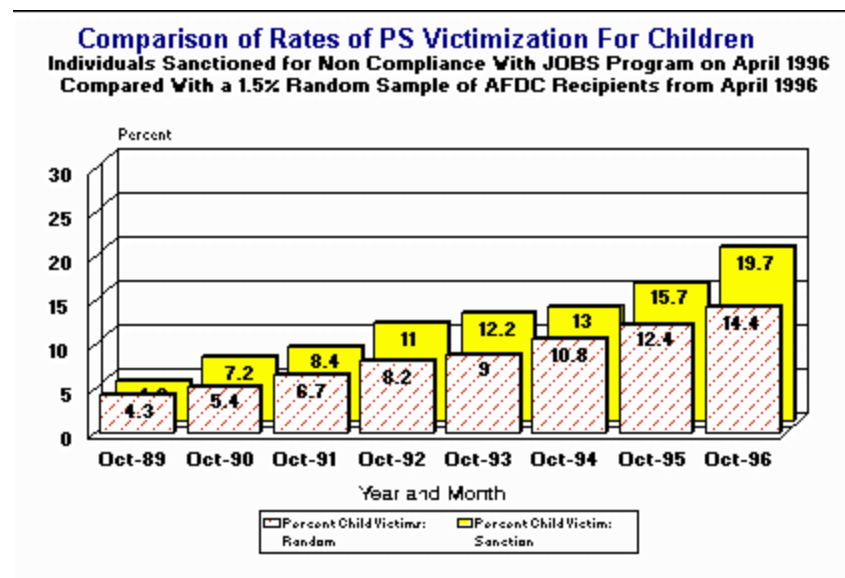


Figure 14

Comparison of Uncertainty Figures For Rates of PS Contact For Adults and Children

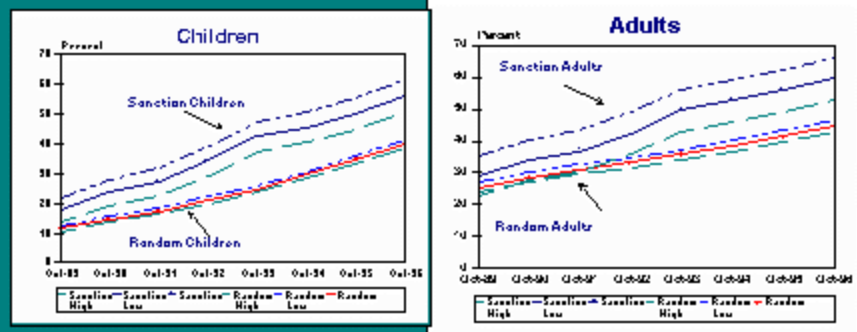


Figure 15

SOCIAL CONTRACT

The Social Contract places an expectation on clients that they will participate in activities that will strengthen the family by increasing employment, education, social and parenting skills, community involvement, and personal growth.

MOST

The **M**ichigan **O**pportunities & **S**kills **T**raining (MOST) is the state program for the federal **J**ob **O**pportunities and **B**asic **S**kills **T**raining (JOBS) Program.

25% SANCTIONS

Those clients who refused to participate in MOST had their AFDC grant and Food Stamp allotment reduced by 25 percent. After complying with the Social Contract and/or MOST requirements the AFDC grant and Food Stamp allotment were restored to the full amount. When the client later refused to cooperate, another 25 percent sanction began.